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WAR FOOD ADMINISTRATION
Food Distribution Administration
Washington 25, D. C.

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OMISSION NOTICE

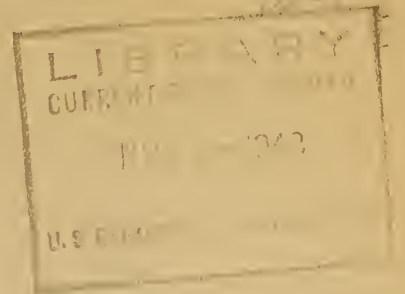
Confusion in the assignment of numbers to the Transportation and Warehousing Branch series of memoranda has resulted in the omission of number 10. There will be no memorandum issued under this number. Please file this notice with Transportation and Warehousing Branch memoranda to complete the series.

William E. Crow

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WAR FOOD ADMINISTRATION
Food Distribution Administration
Washington 25, D. C.

CORRECTION NOTICE



Since an omission notice was issued on No. 10 of the Transportation and Warehousing Branch series of memoranda, the attached memorandum has been approved and assigned No. 10.

William C. Crow

WAR FOOD ADMINISTRATION
Food Distribution Administration
Washington 25, D. C.

October 1, 1943

TRANSPORTATION AND WAREHOUSING BRANCH MEMORANDUM NO. 10

To: Regional Directors and Personnel of Custody and Disposition
Division

From: William C. Crow, Chief, Transportation and Warehousing Branch

Subject: Regionalization of the Custody and Disposition Division

The nature of the custody and disposition work, which requires (1) speedy action to meet promptly the shipping and warehousing requirements of the thirty or more programs supplied by the War Food Administration, (2) frequent diversions in transit to meet changed shipping conditions at the various ports, (3) nearly all products to move freely and systematically from one region to another and often through as many as five regions, (4) careful use of storage on a nation-wide basis to avoid placing FDA products in areas where their presence could accentuate storage shortages, (5) timely planning and coordination with national agencies to avoid transportation congestion and get speedy adjustment to critical transportation conditions, and (6) fast, coordinated action to meet emergencies of all kinds, makes it imperative that unified action be taken and that established procedures be rigidly adhered to throughout the nation. This can be done only by having one common policy and one control point.

Uncoordinated action by various field offices will produce situations where carloads of freight will be rolling in the wrong direction, merchandise will be found out of position, cars will turn up in some area when it was not known that they were rolling, program requirements will not be met because of the confusion of one office thinking another has taken the necessary action, conflicting shipping instructions will be given, necessary documents will not be obtained, records will become incomplete and inaccurate, and instead of having a systematic, smoothly operating shipping program we will have a chaotic condition with our personnel rushing frantically to handle situations which seem to get worse with every step taken. As a matter of fact, until our present procedures were firmly established, all the conditions mentioned above actually occurred. This must not be repeated. With the ever-increasing

scope and size of our programs and the growing shortages of food, a return to such conditions simply would break down the operations of our supply program.

Therefore, in order to keep complete control over such a program, all operating procedures will be established in the Washington office with the advice and suggestions of the field offices. Action taken by the field offices will be at the direction of the Washington office. Operating instructions will go directly from Washington to the field offices.

While this technical direction and control must come from Washington, the regional offices can render great assistance by seeing that these instructions are carried out; making suggestions for improvements in procedures and methods of operation; handling administrative matters such as obtaining personnel; office space, supplies and equipment; processing personnel actions; and handling fiscal matters. The regional office can, through more intimate contacts with the field offices, improve their operations and see that the offices are efficiently performing the functions assigned to them. In other words, the regional directors can facilitate the operation of the whole program by administratively supervising the custody and disposition work throughout their region in such a way as to be sure that procedures are followed, unhealthy situations corrected, and that each office is adequately filling its place in the coordinated whole. In order to make this possible every field office is expected to give complete cooperation to the regional director's office, and insofar as possible supply that office with any needed information. In order that there may be a complete understanding of the responsibilities of the field offices to the Washington office and to the regional offices, the following methods of operation should be observed:

1. A Custody and Disposition Section will be established in each FDA region. These offices will not be established in all regions simultaneously, nor will the locations of these offices necessarily be in the same city as the office of the Regional Director. The Washington office will send qualified persons to each region to aid in setting up the Section, establish procedures and install the necessary records. As a general rule, an effort will be made to complete the installation of an office in one region before proceeding to another. Until these offices are set up, all custody and disposition work will be handled directly from Washington.

2. The Chief of the Custody and Disposition Section in each region will be assigned by the Chief of the Transportation and Warehousing Branch and the Chief of the Custody and Disposition Division with the approval of the Regional Director, and will be the point of contact for both the regional office and the Washington office with the other offices in the region and with Custody and Disposition personnel.

3. In order to be sure that the Chief of the Custody and Disposition Section in each region understands completely the operations of all programs and that he is fully qualified to carry out his job of seeing that the work in his region completely ties in with the entire custody and disposition job, he will undergo a period of training in the Washington office before taking up his duties. In some instances Washington personnel may be assigned temporarily or permanently to these positions. Persons previously designated by the Chief of the Transportation and Warehousing Branch as Chief of the Custody and Disposition Section in a region where this work has already been regionalized will continue to serve in that capacity.

4. Insofar as possible all custody and disposition work in a region will be carried on in one office, which office will be the one in which the Chief of the Section is located. Only that work that absolutely must be done in the smaller offices, such as outports, will be assigned to such offices. This method of organization should increase efficiency by avoiding that confusion which results from unnecessarily scattering activities throughout an area, fostering better supervision and control, and minimizing the number of personnel required to carry on the work.

5. In addition to the main office for custody and disposition work in a region, port offices will be necessary at all principal ports through which products are moving for export. To each of these field offices a trained port representative will be assigned, by the Chief of the Custody and Disposition Division with the approval of the Chief of the Transportation and Warehousing Branch after consultation with the chief of the Custody and Disposition Section of the region and with the Regional Director. In smaller ports one representative may be assigned to cover two or more ports, but in such ports the representative should have a regularly established office in each port where mail can be received and the public can contact him. Where possible, arrangements should be made at these smaller ports with some other FDA agency to have joint use of office space and clerical help in order that some person may regularly be in the office when the port representative is away in another port. No port office should have any larger staff than is necessary to meet the requirements of its normal operations, but should rely on the Chief of the Custody and Disposition Section of its region for additional help during periods of unusual activity. All field offices will be responsible to the Chief of the Custody and Disposition Section of the region in which the field office is located and through him to the Regional Director, the Chief of the Custody and Disposition Division, and the Chief of the Transportation and Warehousing Branch. At the end of this memorandum is a list of all Custody and Disposition field offices as of this date. Additional offices will be opened when needed, and those no longer needed will be discontinued, by the Chief of the Branch with the approval of the Regional Director.

6. Personnel requirements for carrying on the Custody and Disposition work in each region will be determined jointly by the Chief of the Custody and Disposition Section of the region and the Regional Director. All personnel except the Chief of the Section and the person in charge of each field office will be selected by the Chief of the Section with the approval of the Regional Director concerned. Appointments of the heads of each office should have the concurrence of the Washington office, but all other appointments should be handled entirely within the region. All personnel actions should be processed in the regional office, but periodically organization charts of positions showing the incumbent should be transmitted to the Administrative Officer of the Transportation and Warehousing Branch in Washington in order that that office may at all times have an up-to-date list of all Custody and Disposition field employees and the positions which they are occupying. The organization charts approved for field offices are exceedingly liberal in their allowance for expansions in activities. It is not expected that any more of the positions will be filled than are absolutely necessary to carry on the work. The regional office should seek assistance from Washington in determining the probable work load and the number of positions which should be filled. Both the Administrative Office of the Branch in Washington and the regional office should maintain at all times an up-to-date chart showing all allocated positions and the names of the persons filling them.

7. All separations from the service by resignation, leave without pay, military furlough or otherwise will be referred by the Chief of the Section to the regional office for handling. All requests for annual and sick leave will be approved by the Chief of the Section and processed in the regional office.

8. In connection with efficiency ratings, the immediate supervisor should be the rating officer for all employees under his jurisdiction, and the next highest supervisor should be the reviewing officer. Ratings for heads of offices should be reviewed by the Chief of the Custody and Disposition Division in Washington. All ratings should be processed in the regional office.

9. Requests for draft deferments will be initiated by the Chief of the Section and handled through the Regional Director's office, but in order that employees may get uniform treatment throughout all regions it is suggested that no deferments be requested for any employee who at the time of the request has been employed less than six months in Custody and Disposition work or whose basic annual salary is less than \$2600. The latter part of the above sentence is a suggestion only and should not be considered a fixed policy.

10. The Regional Director's office will be responsible for keeping all property records of field offices, arranging necessary office space, for providing telephones, office equipment, supplies, and services, etc., and for providing necessary identification papers.

11. For financing all field activities of the Custody and Disposition Division allotments will be made to each regional office, and the Regional Director will be responsible for the expenditure of these funds within a budget previously drawn up and agreed to jointly by the Chief of the Branch, the Regional Director, and the Chief of the Budget Division. He will set up all encumbrances against these funds, authorize all travel wholly within his region or between his region and the Washington office, purchase all equipment, and approve all expense accounts for travel of field employees and other invoices for administrative expenditures. Reports of expenditures are to be submitted by each regional fiscal division to the Finance and Accounts Division in Washington which in turn will furnish them to the Transportation and Warehousing Branch.

12. As hereinafter outlined, procedures will be provided by the Washington office for the conduct of Custody and Disposition operations. These procedures are based upon a vast amount of technical experience, and the regional directors are responsible for seeing that they are rigidly followed within their regions. Field employees should be encouraged to suggest improvements, but no procedural change shall be effective without written clearance through the Washington office in the form of a memorandum from the Chief of the Custody and Disposition Division.

a. Purchase and Sales - Purchases and sales will be recorded by the various commodity branches and Program Liaison on the forms drawn up for that purpose and filed with the Washington office of the Custody and Disposition Division. Arrangements will be made so that abstracts of this information shall be distributed to the Chief of the Custody and Disposition Section in each region so that each regional office will have this record of all purchases made by the Administration within its territory as well as a record of all sales which will reduce the inventories within its borders. These purchase abstracts will provide the Custody and Disposition Section within the region, as it does in Washington, with vendors' availability.

In the case of products acquired from the Commodity Credit Corporation, Section 32 operations, requisitioned commodities, and such other types of purchase operations that make it necessary to acquire possession and ship before the preparation of an abstract, detailed procedures issued by the Chief of the Custody and Disposition Division will specify the methods to be used for the prompt movement and recording of these commodities.

The Director has stated that no person in the Administration outside the Transportation and Warehousing Branch shall order the shipment of any commodity owned by the Administration. Therefore, the regional directors should see that no person under their jurisdiction outside the Custody and Disposition Section orders the transportation of any commodity, and the Custody and Disposition Section will not originate the movement of any commodity except under instructions from its Washington office.

It shall be the responsibility of the Custody and Disposition Section in each region to keep the Washington office of the Division informed of any impending purchase program within the region, and the Regional Director should include a representative of the Section in all discussions of impending programs involving the movement of commodities.

b. Vendor Relationships - When a contract to deliver has been made with a vendor or other agency within any region, and this information has been properly abstracted and recorded both in Washington and in the regional office, it will be the responsibility of the regional Custody and Disposition office handling the contracts with these delivering agencies to be sure that shipping instructions have been provided at the right time and that the vendor is in a position to deliver according to contract. Any failure to make prompt delivery must be reported promptly to Washington, and no shipping instructions should be changed without approval from Washington.

c. Movements of Commodities and Transfers of Title - Under no circumstances and with no exception whatsoever shall any commodity to which the Administration is taking, or has taken, title be moved from a vendor or other source, from a warehouse or into a warehouse, diverted, reconsigned, or moved in any manner (except in emergencies to prevent damage from fire and flood) without having prior approval by the Washington office and tangible evidence of such approval obtained in the form of a ticket order number against which application of movement can be made. Furthermore, in instances where a ticket number is assigned in advance of application, applications against each ticket, whether complete or partial, must without exception be reported to Washington not later than the forenoon of the next day following the date the application was made by the field office. There must be no exception to this procedure except when specifically covered in a memorandum from the Chief of the Custody and Disposition Division and countersigned by the Chief of the Transportation and Warehousing Branch.

This part of the procedure is the very heart of the control system by which Washington is able to keep accurate inventories, provide the Director's office and claimant agencies with a current and comprehensive picture of our food position, and furnish the Accounting and Fiscal Division with those data necessary to proper financial management.

In general, the Washington office will look to the regional office for assistance and advise in managing an orderly flow of commodities, and will expect the region to make recommendations for the movement of any commodity from any vendor or warehouse when such movement seems necessary or desirable. The Washington office will be so organized as to be in a position to expedite the approval of such regional proposals as are in accord with the over-all need of our programs.

As a rule, billing instructions will be supplied from Washington to the Regional Custody and Disposition office or to their branch offices as circumstances require, after which the regional office or branch office will prepare and issue all shipping papers. No region will issue shipping instructions on commodities located in another region, and the Washington office will not issue a direct order for the movement of a commodity without properly notifying the region in advance. If any exceptions to this procedure are necessary, they will be described in a memorandum from the Chief of the Custody and Disposition Division.

d. Warehousing - Each region should maintain a list of all warehouses within its area that have been approved by the Division of Warehouse Supervision for the storage of FDA products together with an inventory of all commodities stored in these warehouses. Negotiation and execution of storage contracts will continue to be handled in Washington, but each regional office should always have available a supply of bid forms to supply any public warehouseman who desires to store products for the Administration. Every regional Custody and Disposition office should be thoroughly familiar with our warehousing policies in order to be able to explain them to any interested person. A mimeographed explanation of the warehousing work of the Branch is available. The Custody and Disposition Section in each region should maintain a record of the length of time the commodities are in storage, and should from time to time make recommendations to the Washington office that action be taken to dispose of over-age commodities. The office in the region should also maintain a check on small and broken lots and make recommendations for their consolidation or disposition. Any information coming to the attention of the regional Custody and Disposition office to the effect that stored products are in danger of going out of condition should be reported in writing to the Chief of the Branch in Washington.

e. Loss and Damage Claims and Salvage Operations - Since the handling of loss and damage claims and salvage operations requires special skill and there is not enough of this work to justify the assignment of a specialist to each region, all matters of this kind should be referred to the Washington office for handling. However, the field offices should consider it their responsibility to report any instances of loss which come to their attention, and may expect to be given assignments from time to time assisting the Loss and Damage Unit and the Salvage Section in taking action in handling these activities in connection with products located within their territory.

f. In-transit Control - When a commodity is being moved by railroad, truck, lighter or other conveyance under the authorization of a ticket order number or other written authority, a record of its movement will be kept in the Washington office through controls now operating for the central recording of in-transit data covering the entire country. Once a commodity has been moved from a vendor or warehouse, it shall be

reduced from the regional contract availability or warehouse inventory. All commodities in transit will be recorded on a central transit control rack in the Washington office. When a commodity moves into storage in another region, it shall become a part of that region's inventory. Adjustments in regional contract availability and warehouse storage inventories will be made under established procedures governing documentation of storage and shipping as issued by the Chief of the Division.

The routing of commodities, the determination of protective services to be furnished, and related traffic matters will be handled either by the Washington office or by the field office as determined at the time the movement is authorized by the Washington office.

g. Outport and Diversion Offices - Because of the nature of the outport and diversion functions, these offices will maintain position card racks which in addition to reflecting their local inventory position will also include commodities on track or otherwise in transit in the immediate area. These offices will serve as holding, reconsigning, and forwarding offices. Since they are in reality extensions of the Washington in-transit control, they will function under direct contact with the Washington office but will be responsible administratively to the Chief of the Custody and Disposition Section in the region. These offices are to a great degree carrying to completion the transit directives and program schedules formulated in Washington.

In these offices, as in all others, no commodities will be moved, diverted, or have their status changed in any way without the approval of the Washington office, and tangible evidence of that movement must be obtained in the form of a ticket order number or similar written authority which accompanies the documentation of each individual movement. Outport representatives under no circumstances will make delivery to claimant agencies without proper clearance from the Washington office.

h. Commodity Accountability - It is necessary to assemble the various copies of shipping documents for use in the preparation of commodity receipts at a place adjacent to the present accounting offices of the various claimant agencies involved. For this reason documentation of deliveries, applications of deliveries against requisitions, and the preparation or review of commodity receipt data will be handled, as heretofore, in the New York and Washington offices where the claimant agencies maintain their headquarters.

In order to provide one central control in the Washington office whereby current information is maintained on all commodities owned by the Administration, the present system of shippers' wire reports reflecting shipments, arrival reports, and various other position reports will be maintained. The New York office will assist the Washington office in the maintenance of this central control whenever such assistance

seems practicable. In addition, outport and diversion offices will continue to wire or teletype information to Washington reporting the arrival of commodities at port or diversion points, reconsignments, port liftings, clearances, or other disposition. To supplement this information and the ticket control system, there shall be submitted to the Washington office at regular intervals recapitulations of inventories held in the various regions and of position at outport and diversion offices. These will be used in Washington for the purpose of reconciliation of central control records.

i. Billing and Documentation - The regional Custody and Disposition offices will assume the responsibility for the preparation of shipping documents covering the movement of all commodities within and originating from their region, action being taken under the direction of Washington. The inbound papers on commodities shipped into a region and stored there, including freight bills, will be held at the regional office or at some field office designated by the Chief of the Custody and Disposition Section in the region with the concurrence of the Chief of the Custody and Disposition Division. The regional office should not decentralize the preparation of shipping papers any more than is absolutely necessary.

Consignee's papers, or shipping documents, will in all cases "follow the car" addressed to the Custody and Disposition office nearest the point of destination. All papers used for the purpose of supporting voucher claims shall be directed to the regional fiscal office. All papers used for documentation purposes as required by the accounting office covering documentation of deliveries will be directed to the New York office or to the Washington office as procedure henceforth may dictate. Detailed procedures covering the flow of shipping documents and related information will be issued by the Chief of the Division in Washington. The Regional Director should see that these procedures are enforced. Field offices should not hesitate to suggest amendments to procedures whenever they think changes are needed. But under no circumstances shall the established procedures covering the flow of documents be changed in any way without prior written clearances from the Division Chief in Washington. Because of the intricacy of documentation and the necessity for having the correct information in the hands of consignees at all times, unrecorded procedural changes may result in the loss or damage of commodities at a destination which may be far removed from the originating region. Experience has proved that arbitrary changes of procedure and independent, uncoordinated action have contributed to serious frustration of agreed-upon shipping schedules or other equally serious conditions not readily observable to the person who made the changes. In view of the responsibility of the Washington office for maintaining strict coordination of shipping and warehousing within and among the regions, the directions on procedure must be strictly followed.

j. Delivery of Commodities to Programs - No commodities shall be delivered to any agency without specific authorization from the Washington office of the Division. For example, scheduled programs of delivery under Lend-Lease must be rigidly followed. Allocations are approved in Washington and claimant agencies receive commodities in direct relation to the allocations awarded them. These allocations serve as a guide for the formulation of shipping schedules and any independent action by a region involving the transfer of commodities from one agency to another or the delivery of a commodity not specifically on the program may completely upset the allocation schedule and embarrass the Administration as well as the claimant agency. Shipping programs and schedules are thoroughly cleared and approved before they become directives of the Transportation and Warehousing Branch.

In the case of Section 32, spot requisitions, or other programs of purchase where the Regional Director may be authorized to make disposition, such authorization should be conveyed in writing to the regional Custody and Disposition office, which in turn will convey the necessary information to Washington. The paramount thought to keep in mind is that the Custody and Disposition Division is not permitted to deliver any commodities without written instructions from sources specifically approved by the Director.

k. Directives from other Sources - Because of the fact that transportation and warehousing functions are so closely related to the functions of many other branches and divisions, there is sometimes a tendency for instructions for the custody and disposition of commodities to come from more than one source. Both the Regional Director and the Chief of the Custody and Disposition Section should guard against this and make it their business to see that only the directives of the Custody and Disposition Division be followed.

l. Coordination of Field Offices - There is established in the Washington office of the Custody and Disposition Division a Field Operations Section, the principal duty of which is the coordination of custody and disposition operations both among field offices and between field offices and Washington. This coordination includes the responsibility for seeing that all field offices fully understand their duties, that they are getting the service they need from Washington, and in turn are properly servicing Washington. This section will be a liaison constantly working to keep all the parts of the Custody and Disposition organization smoothly functioning. Administrative matters between Washington and the field offices will be channeled through this section so that the field offices will have a focal point through which all administrative matters which need Washington's clearance can be referred.

m. Organizational Patterns - To provide an efficient foundation for coordination between regions and between regions and Washington, organization charts have been prepared for each region.

Functional descriptions, job classifications and descriptions are also being prepared in accordance with the general plan for carrying on the Custody and Disposition work.

With a view to supplying each region with the complete organization needed to enable it to carry out its functions, the organizational pattern established is designed to meet present needs and allow flexibility for future expansion. An effort was made to provide each region with a well-rounded staff. The Washington office will do everything possible to help supply and train the necessary staff in order to get the greatest possible efficiency in our regional operations.

13. The procedures outlined herein cover the first step of the regionalization of the Custody and Disposition Division. Subsequent procedures will be issued to provide for further steps which will complete the regionalization of the Division.

Field Offices of the Custody and Disposition Division

NORTHEAST REGION

New York 7, New York (Head office for Region)
150 Broadway, Room 1502

New York 51, New York (whse.)
Bronx Municipal Terminal Market
East 151st and Exterior Sts.

Buffalo 2, New York (Traffic)
223 Erie Street

Buffalo 4, New York (Whse.)
2 Cincinnati Street

Horseheads, New York
(Elmira H&R Point)

Voorheesville, New York
(H&R Point)

Newark 4, New Jersey
c/o Newark Tidewater Terminal,
Inc., Port Street

Boston 16, Massachusetts
Room 457 Park Square Building
(Also in charge Portland, Me. Outport)

Eastport 9, Maine
3 Post Office Building

Baltimore 2, Maryland
201 American Building
South and Baltimore Sts.

Philadelphia 7, Pennsylvania
Room 602 Market Street
National Bank Bldg.

Marietta, Pennsylvania
(H&R Point)

MIDWEST REGION

Chicago 3, Illinois (Head office for Region)
Room 2114, 5 So. Wabash Avenue

Cleveland 14, Ohio
Room 811 Ninth-Chester Bldg.

SOUTHERN REGION

Memphis 3, Tennessee (Head office for Region)
Room 910 Falls Bldg.

Jacksonville 2, Florida
523 Barnett Bldg.
(Also in charge Charleston, S. C., Savannah, Ga.
and Tampa, Fla. Outports. Address all papers to
Jacksonville.)

Norfolk 10, Virginia
402 National Bank of Commerce
(Also in charge Newport News Outport and Richmond
H&R Point)

SOUTHWEST REGION

Dallas 2, Texas (Head office for Region)
425 Wilson Bldg.

New Orleans 12, Louisiana
Room 602 Cotton Exchange Bldg. (Also in charge of
Pensacola, Fla. and Mobile, Ala. Outports of the
Southern Region)

Houston 2, Texas
Room 1202 Cotton Exchange Bldg. (Also in charge
Beaumont, Galveston, Texas and Lake Charles, La.
Outports. Address all papers to Houston.)

Denver 2, Colorado
Burns-Vault Bldg.
1536 Welton Street

WESTERN REGION

San Francisco 3, California (Head office for Region)
Room 657 Pacific Bldg.
821 Market Street

Los Angeles 55, California
Post Office Box 5690
(Wire) Room 1300
Financial Center Bldg.
1704 South Spring Street

Lathrop, California
(H&R Point)

Sacramento, California
430 R Street

Portland 5, Oregon
220 Mayer Building
(Also in charge Longview, Vancouver Outports
in Washington).

Seattle 4, Washington
620 Alaska Building
(Also in charge Anacortes, Bellingham, Delta,
Olympia and Tacoma Outports.)

Spokane 8, Washington
423 Federal Building

Pocatello, Idaho
c/o Craig Warehouse

William C. Crow